



LEROY D. BACA, SHERIFF

County of Los Angeles
Sheriff's Department Headquarters
4700 Ramona Boulevard
Monterey Park, California 91754-2169



January 11, 2005

The Honorable Board of Supervisors
County of Los Angeles
383 Kenneth Hahn Hall of Administration
500 West Temple Street
Los Angeles, California 90012

Dear Supervisors:

**STATUS OF \$7.5 MILLION APPROPRIATED FOR INMATE SAFETY
CHECKS AND SECURITY ENHANCEMENTS**

This correspondence is in response to your December 14, 2004, request for information regarding the expenditure of \$7.5 million appropriated to the Sheriff's Department for inmate safety checks and security enhancements, as passed at your June 21, 2004, meeting.

Inmate Safety Checks

On July 1, 2004, Custody Operations Division instituted a pilot project, hereafter referred to as the Title 15 Compliance Officer Program. Designated staff members were assigned throughout the Division to ensure respective jail facilities fully complied with Title 15, California Code of Regulations, with an emphasis on Section 1027, which mandates hourly inmate safety checks. The Title 15 Compliance Officer Program was subsequently reported to your Board on July 13, 2004 (Attachment I).

Since its implementation six months ago, the Title 15 Compliance Officer Program has been continuously monitored for effectiveness and the necessary modifications made. Upon final analysis and review, it was determined that a total of 96 security posts were required to ensure acceptable around-the-clock coverage at all operating jail facilities, with the exception of Mira Loma Detention Center. When factoring relief, this translates into 159 personnel, specifically 126 deputies and 33 custody assistants.

A Tradition of Service

Regrettably, the recruitment challenges currently facing the Sheriff's Department have necessitated the Title 15 Compliance Officer Program be solely funded with overtime, resulting in an estimated cost of \$14.5 million for Fiscal Year 2004-05 (Attachment II), thus exceeding the \$5 million appropriated for inmate safety checks by \$9.5 million. Assuming adequate custody staffing in the future, the Title 15 Compliance Officer Program's estimated annual Salaries and Employee Benefits cost would be \$12.4 million (Attachment III).

Although the Title 15 Compliance Officer Program is relatively new, there have been many instances of assigned employees intervening in potentially serious events. The Los Angeles Office of Independent Review (OIR) recognized the Program in its November 2004 report, *OIR Evaluation and Recommendations Concerning Sheriff's Department Investigations of Five Custody Homicides Occurring Between October 21, 2003, and April 20, 2004*: "The deployment of personnel to this effort has already borne fruit—several assaults and attempted inmate suicides have been discovered by this coterie of deputies." My custody executive staff is available to provide your Board with specific incident details upon request.

Security Enhancements

Upon analysis of custody security needs, we have identified proposed expenditures totaling \$2.5 million, as allocated from the Inmate Welfare Fund (refer to Attachment IV for cost detail). The requests include 1) security cameras and monitors in the Men's Central Jail (MCJ) Hospital, 2) security screens separating the upper and lower rows in MCJ Module 2900, 3) Lexan security barriers in the MCJ Attorney Room, and 4) an inmate identification turnkey system.

Additionally, we have applied for two National Institute of Justice (NIJ) grants, which would allow the Department to 1) implement a Radio Frequency Identification (RFID) research program to monitor inmate locations and 2) enhance the Department's existing Defendant Inmate Movement Management System (DIMMS). Each of these grants awards \$500,000, which would increase the total appropriation from \$2.5 million to \$3.5 million for security enhancements.

Board Allocation of \$760,000 for Future Inmate Safety Check Needs

As discussed at your December 14, 2004, meeting, consideration is being given to annually allocate \$760,000 for security enhancements. This funding would be used to create nine Title 15 Compliance Officer Program deputies for expansion into the partially closed sections of our custody facilities upon resumption of services.

However, assuming your Board approves \$12.4 million in funding for the 159 personnel already assigned to the Program, these nine deputies would not be required due to the proximity of the closed sections to active housing areas monitored by the compliance officers.

Recommendation

Throughout its six-month existence, the Title 15 Compliance Officer Program has proven to be very successful, resulting in a safer environment for both inmates and employees (Attachment V). Furthermore, it ensures the inmates receive the high quality care and service that I expect, and demand, from my staff. As such, I recommend that your Board fully fund the 159 deputies and custody assistants at \$12.4 million for this most critical Program.

Thank you for your time and consideration on this matter. Should you have any questions, please call me, at (323) 526-5000, or your staff may contact Acting Assistant Sheriff Paul K. Tanaka, at (323) 526-5488.

Sincerely,

A handwritten signature in black ink that reads "Leroy D. Baca". The signature is written in a cursive, flowing style.

LEROY D. BACA
SHERIFF



LEROY D. BACA, SHERIFF

County of Los Angeles
Sheriff's Department Headquarters
 4700 Ramona Boulevard
 Monterey Park, California 91754-2169



July 13, 2004

The Honorable Board of Supervisors
 County of Los Angeles
 383 Kenneth Hahn Hall of Administration
 Los Angeles, California 90012

Dear Supervisors:

**RESPONSE TO THE ALLOCATION OF 5 MILLION DOLLARS FOR INMATE SAFETY
 CHECKS AND 2.5 MILLION DOLLARS FOR SECURITY EQUIPMENT**

On June 21, 2004, the Los Angeles County Board of Supervisors approved \$5 million in additional personnel expenditures for jail safety and security. An additional \$2.5 million was allocated from the Inmate Welfare Fund for technological improvements including inmate movement and tracking. The Department has identified specific plans for the expenditure of these \$7.5 million.

Board of Supervisors Allocation

Compliance with Title 15 has always been a top priority of the Sheriff's Department. Specifically, and as required by Section 1027 of Title 15, the Department's goal is to be in full compliance with all inmate safety checks throughout the jail system. These checks are a matter of safety and security to both inmates and staff. In order to accomplish this goal, Custody Operations Division is deploying deputy sheriffs and custody assistants throughout five facilities. These personnel will be assigned the specific duty of ensuring compliance with the various sections of Title 15 and the hourly inmate safety checks. Five million dollars equates to approximately 50 jail safety and security employees.

A Custody Division manual section (Attachment A) has been written to codify the Sheriff's Department's requirement to comply with Title 15 in this regard. Per this manual section, each jail facility will be required to identify all Title 15 Compliance Officers on the daily employee rosters and are currently writing facility specific duty statements. The Title 15 Compliance Officer Program was effective July 1, 2004; the

A Tradition of Service

same day the manual section was published. Custody Support Services is currently monitoring the implementation of this program.

Sheriff's Department Allocation for Technology

The allocation of \$2.5 million from the Inmate Welfare Fund requires specific limitations under the laws governing the fund. These funds will be used for the improvement of facility security and enhanced tracking of inmate movement to and from inmate programs. Some of the technological improvements being considered are the expansion of the Defendant Inmate Movement Management System (DIMMS) to within the jails. DIMMS was originally developed and is currently used to track inmates between the Inmate Reception Center and the various courts. The technology with the most promise is Radio Frequency Identification (RFID). Active RFID computer chips would be placed into the inmates wristband and would allow for realtime tracking of inmates, storage of medical history, disciplinary history and cash-less vending purchases. Implementation of an active RFID system is under review for compatibility with other systems.

Video Cameras

The use of video cameras is a viable solution to increased security throughout the jail system. Currently, a pilot project is being implemented at Pitchess Detention Center, East Facility. This pilot project was approved by the Board of Supervisors on June 26, 2004. Security cameras are also being considered for Men's Central Jail. The feasibility of security cameras is being researched at Twin Towers Correctional Facility for two control points.

Pruno

One of the contributing factors to the rise in jail violence has been the production of the homemade alcoholic brew called "Pruno." Pruno is made through the fermentation of fruit. Custody Operations and Correctional Services Divisions have instituted several measures to make production less likely. Inmates are now issued personal property bags which help identify personal property versus excess or contraband items.

Removal of items from vending and meals that lend themselves to the production of pruno have been removed. Additionally, inmates discovered a new brewing method using ZEP brand soap; the use of this soap is being eliminated. Lastly, the Divisions have re-instituted the "Pruno Committee" to examine other methods of reducing the production of pruno. Some of the other areas being examined are the production of perforated plastic bags and an alternate distribution of fruit as required by Title 15.

Unstable Medical Conditions

Medical Services Bureau policy mandates inmates who require additional inpatient care, and who agree to such care, be released to an appropriate medical facility. Additionally, the Community Transition Unit (CTU), located at the Inmate Reception Center, offers released inmates transportation throughout the immediate downtown area and to most medical or mental health facilities via the Volunteers of America. CTU screens inmates upon release and provides specific attention when advised by Medical Services and/or the Department of Mental Health.

The Department's implementation of these enhancements will result in full compliance with Title 15. Full compliance with Title 15 equates to a safer jail environment for both staff and inmates. Those areas under review will be implemented following approval and identification of appropriate funding sources.

Should you have any further questions, please feel free to contact me or Chief John Scott at (213) 893-5001.

Sincerely,


LEROY D. BACA
SHERIFF

5-14/100.00 TITLE 15 COMPLIANCE OFFICER

Attachment A

The Title 15 Compliance Officer assists the Sheriff's Department in complying with the guidelines of Title 15. Personnel designated as a Title 15 Compliance Officer shall be assigned at the beginning of shift and shall hold this responsibility for the entirety of the shift, unless re-assigned by a supervisor at the permanent rank of Sergeant or above. Personnel assigned as the Title 15 Compliance Officer shall be designated on the daily in-service sheet. Each housing area shall have a minimum of one person assigned as the Title 15 Compliance Officer. Module control officers and personnel assigned to security booths shall not be assigned as Title 15 Compliance Officers.

The Title 15 Compliance Officer shall have the primary responsibility of ensuring compliance with Title 15, Article 3, Section 1027 and Custody Division Manual section 4-11/030.00, "Inmate Safety Checks." The duties of the Title 15 Compliance Officer include, but are not limited to:

- Conducting hourly safety checks in their assigned areas,
- Assisting in supervising and moving inmates scheduled for their recreation, visiting, and inmate meal times, as required in Title 15,
- Supplementing housing personnel in order to ensure compliance with all Title 15 issues.

Unit Commanders shall ensure duty statements of the Title 15 Compliance Officer are written and made available to all line personnel. It shall be the ultimate responsibility of each facilities' Unit Commander to ensure that there are adequate Title 15 Compliance Officers assigned and conducting their duties as required in this policy. Additionally, Unit Commanders shall include a summary of the Title 15 Compliance Officer program in their quarterly accountability reports.

4-11/030.00 INMATE SAFETY CHECKS

Attachment A

All inmates in our custody shall be visually checked at least once each hour to ensure their safety and welfare. The California Code of Regulations, Title 15, section 1027, requires hourly safety checks of inmates. Personnel conducting the safety checks shall document their checks in the Uniform Daily Activity Log books (U.D.A.L.).

Procedures for Conducting Safety Checks

Custody housing, movement, prowler, supervisory and other officers, conducting these checks shall look at the inmate(s) for obvious signs of life, i.e., breathing (chest rise and fall), talking, movement, etc. Personnel shall conduct these checks by passing by the doors/cells and by entering the dormitories of inmate housing areas, visually inspecting each inmate. Should there be any doubt regarding an inmates' condition, staff shall attempt to illicit a response from the inmate. If unable to illicit a response from the inmate, a supervisor and medical staff shall be requested. The supervisor and medical staff shall respond to the location and conduct an assessment. Proper officer safety shall be implemented prior to entering any inmate housing area.

Documenting Safety Checks

Immediately after the safety check is completed, the results shall be entered into the Uniform Daily Activity Log. The log shall contain, but not be limited to, the first and last name and employee number of the individual conducting the check, the location of the check, the time the check was made, and specific comments regarding the activity of the inmate(s).

Supervisors' Responsibility

See Custody Division Manual Section 4-11/020.00, Uniform Daily Activity Log (U.D.A.L.).

Frequency of Safety Checks

Listed below are the specific types of housing locations and intervals for the required safety checks.

<u>Housing Areas</u>	<u>Interval</u>
General Population	Once per hour
Direct Supervision	Once per hour
Discipline / Administrative Segregation / Diminished Privilege environment	Twice per hour
Intake / Inmate Reception	Once per hour
Medical / Infirmary	Once per hour *
Suicidal / Mental Observation	Twice per 30 min.* (at least 15 min. apart)

4-11/030.00 INMATE SAFETY CHECKS

Attachment A

Juveniles
High Security / Gangs

Once per 30 min.
Twice per hour

* Checks may be required more frequently as directed by Medical / Mental Health Staff.

As new housing areas and categories are established at any facility, the frequency of the safety check must be assessed and added to the above list to conform to current Title 15 regulations. It shall be the responsibility of the individual facilities creating the new category to notify Custody Support Services for policy review and revision.

Related Policy

Section 4-11/020.00, Uniform Daily Activity Log (U.D.A.L.).

Title 15 Safety and Security Compliance Deputy

Attachment A

<u>MIRA LOMA</u>		<u>Yearly Overtime</u>	<u>TOTAL</u>
Deputy	0	\$ 104,748.80	\$0.00
C/A	0	\$ 68,598.40	\$0.00
<u>NCCF</u>			
Deputy	10	\$ 104,748.80	\$1,047,488.00
C/A	5	\$ 68,598.40	\$342,992.00
<u>TTCF</u>			
Deputy	21	\$ 104,748.80	\$2,199,724.80
C/A	16	\$ 68,598.40	\$1,097,574.40
<u>NORTH</u>			
Deputy	10	\$ 104,748.80	\$1,047,488.00
C/A	5	\$ 68,598.40	\$342,992.00
<u>EAST</u>			
Deputy	10	\$ 104,748.80	\$1,047,488.00
C/A	5	\$ 68,598.40	\$342,992.00
<u>MCJ</u>			
Deputy	22	\$ 104,748.80	\$2,304,473.60
C/A	0	\$ 68,598.40	\$0.00
<u>TOTAL PERSONNEL</u>			
Deputy	73		
C/A	31	<u>TOTAL COST</u>	\$9,773,212.80

*Salaries calculated utilizing Advanced Step 8 hourly overtime rate.

SHERIFF'S DEPARTMENT
CUSTODY DIVISION

Overtime Only

Fiscal Year 2004-05

Program Title Title 15 Compliance Program								
Salaries and Employee Benefits								
Fund/Org	Job #	Item #	Position	No. of Pos	Monthly Salary Top Step	Annual Salary Top Step	EBs *	Total S & EBs
	S0808	2708	Deputy Generalist	126.00	5,671.18	12,862,236	0	12,862,236
	C2749	2749	Custody Assistant	<u>33.00</u>	3,825.64	<u>2,272,430</u>	<u>0</u>	<u>2,272,430</u>
Total Salaries and Employee Benefits				159.00		\$15,134,666	\$0	\$15,134,666
Less Salary Savings (4%)								\$605,387
Net Salaries & Employee Benefits								\$14,529,280
Services and Supplies								
	Acct							Total
Fund/Org	Code	Description						
Total Services and Supplies								\$0
Fixed Assets								
	Acct							Total
Fund/Org	Code	Description						
Total Fixed Assets								\$0
TOTAL PROGRAM								\$14,529,280

SHERIFF'S DEPARTMENT
CUSTODY DIVISION
Fiscal Year 2005-06

Program Title	Title 15 Compliance Program
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Salaries and Employee Benefits

Fund/Org	Job #	Item #	Position	No. of Pos	Monthly Salary Top Step	Annual Salary Top Step	EBs *	Total S & EBs
	S0808	2708	Deputy Generalist	126.00	5,671.18	8,574,824	2,544,236	11,119,060
	C2749	2749	Custody Assistant	33.00	3,825.64	1,514,953	288,659	1,803,613
Total Salaries and Employee Benefits				159.00		\$10,089,778	\$2,832,895	\$12,922,673

Less Salary Savings (4%)	\$516,907
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Net Salaries & Employee Benefits \$12,405,766

Services and Supplies

Fund/Org	Acct Code	Description	Total
Total Services and Supplies			\$0

Fixed Assets

Fund/Org	Acct Code	Description	Total
Total Fixed Assets			\$0

TOTAL PROGRAM	\$12,405,766
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* Revised Employee Benefits - exclude Centrally Determined EBs:

Sworn @ 29.671%; Civilian 19.054%

Security Enhancement Expenditures (Technology and Infrastructure)

Date of Request IWC# Facility Tracking # Description Amount Requested Balance

			Starting Balance		\$2,500,000.00
08/03/04			Security cameras and monitors to monitor the perimeter of MCJ hospital		
08/03/04		FY04-05F49		\$56,290.00	\$2,443,710.00
08/03/04		FY04-05F50	Security screens upper rows of module 2900, MCJ	\$239,048.00	\$2,204,662.00
12/09/04	117-MS	FY04-05F48	Install Lexan security barriers in MCJ attorney room	\$8,976.00	\$2,195,686.00
			Inmate Identification card turnkey system	\$528,476.80	\$1,667,209.20
01/01/05			Augment NIJ grant for Technology in Corrections grant. Implement Active RFID application and research @ East Facility	\$535,000.00	\$1,132,209.20
01/01/05			DIMMS Enhancement & Electronic Title 15 compliance application & additional scanners	\$1,132,209.20	\$0.00

Future Expenditures

THE TITLE 15 COMPLIANCE OFFICER PROGRAM

June 21, 2004, \$5 million in additional personnel expenditures for jail safety and security was approved. \$2.5 million was also allocated from the Inmate Welfare Fund for technological improvements.

July 1, 2004, the Sheriff's Department implemented the Title 15 Compliance Officer Program as a pilot project. Personnel were assigned whose specific duties were to ensure full compliance with Title 15 as it relates to hourly inmate security and safety checks (as specifically required by Section 1027). The \$5 million provided by the Board for jail safety and security has been used to fund this pilot.

July 13, 2004, the Sheriff's Department provided a response to the Board regarding the allocation of the \$7.5 million.

- The Department addressed the issue of the new Title 15 Compliance Officer Program pilot project, and estimated that the \$5 million that had been approved for jail safety and security equated to approximately 50 jail safety and security employees.
- The letter further included an attachment, estimating the total cost to run the program for a year, was \$9.8 million to pay for the 104 positions necessary to conduct the hourly safety checks Division-wide. The \$9.8 million figure is based on filling the posts entirely on overtime. A relief factor was not built into the model.

The number of positions currently being filled by the Department include 76 deputy posts and 20 custody assistant posts. As the Department does not currently have funded positions for the Title 15 Compliance Officer Program, all 96 posts have been filled through the use of overtime. Based on the amount of overtime that has been generated to date, the initial \$5 million that was provided by the Board for expenditures related to jail safety and security has been exhausted.

December 9, 2004, the Board was presented with a letter from the CAO, which included the Department's request for funds that would be required to continue staffing the Title 15 Compliance Officer Program on a permanent basis.

Title 15 Success Stories

Since the inception of the Title 15 Compliance Officer Program, personnel assigned in that capacity have made numerous observations and discoveries with respect to safety issues and violations of jail rules.

A few examples of these observations are noted below. At Central Jail, Title 15 Compliance Officers have interrupted the following four attempted suicides:

On August 29, 2004, at approximately 10 p.m., a deputy working as a Title 15 Compliance Officer at Central Jail discovered an inmate who had attempted to commit suicide by cutting his wrist. The inmate immediately received medical treatment and survived his attempt. He was ultimately transferred to LCMC for further treatment and observation.

On September 10, 2004, at approximately 11 p.m., a deputy working as a Title 15 Compliance Officer at Central Jail observed an inmate slashing his wrist with a razor blade. The inmate complied with commands to drop the blade. He received immediate treatment and survived his attempt.

September 16, 2004, at approximately 1:10 p.m., a deputy working as a Title 15 Compliance Officer at Central Jail encountered an inmate who was slashing his wrists with a razor blade. The inmate refused orders to stop injuring himself, and had to be restrained. The inmate survived his attempt and was subsequently transferred to LCMC for further treatment and observation.

On September 26, 2004, at approximately 2:15 a.m., a deputy working as a Title 15 Compliance Officer observed an inmate who had tied a piece of bed sheet around his neck and who was in the process of trying to strangle himself. The deputy requested assistance, and both deputies were able to cut the ligature from around the inmate's neck. The inmate survived his attempt and was transferred to LCMC for further treatment and observation.

Personnel assigned in the capacity of Title 15 Compliance Officer have also intervened in inmate disputes that would have otherwise gone unchecked, thus allowing them to make preventative "harmony" transfers before a serious event could take place. They have discovered many gallons of pruno, recovered jail made weapons, seized contraband (including tobacco and narcotics), and reported maintenance issues that had gone unnoticed and unreported.

The following is a short listing of some of the observations that have been made by the Title 15 Compliance Officers between the months of July and September, 2004:

Central Jail

Large amounts of pruno have been recovered. Since the inception of the program July 1, 2004, there have been 4,416 separate incidents of pruno seizures at MCJ alone. The monthly seizures have steadily increased from 447 in July, to 1,281 in December, 2004.

North County Correctional Facility (NCCF)

Two assaults were discovered, including one attempted murder. There have been numerous incidents of pruno being observed and seized.

PDC - East Facility

One balloon of methamphetamine and two balloons of tar heroin were recovered. There were numerous instances of large amounts of pruno being seized. Numerous shanks and other jail made weapons were seized. Problematic inmates were identified and moved to more secure housing before a problem could arise.

As one further example of the Program's overall success, Pitchess Detention Center, East Facility, experienced a 36 percent decrease in inmate assaults between September and October of 2004. It has also been widely reported that inmates have approached staff, indicating that they personally feel safer in the new environment that has been fostered through this Program.

PDC - North Facility

Two assaults were discovered, and two potential disturbances were identified before they happened. One case of MRSA was identified and immediately referred to medical staff. Several containers of pruno were discovered and seized. Several unreported inmate injuries were observed and investigated.

Based on the data collected to-date, there is no doubt that the Title 15 Officer Compliance Officer Program has demonstrated a high degree of success, and has served to foster a safer environment for everyone inside the system; inmates and employees alike.

Additional Considerations

During the December 14, 2004 meeting of the Board, it was agreed that the Sheriff's Department would be granted funding to re-open and staff portions of four jails that have been partially closed due to budgetary limitations. These include Pitchess Detention Center Facilities East, North, and North Annex (formerly South Facility). The Board also agreed that funding would be provided to enable the Department to adequately staff the North County Correctional Facility to pre-cut levels. The individual unit commanders have indicated that they will be able to re-open the closed areas in their facilities without requiring additional Title 15 Compliance Officer positions if the 159 personnel already assigned to the program are fully funded.

During the meeting of December 13th, no decision was made as to whether the Department would receive funding to adequately staff the Title 15 Compliance Officer Program. While it is understood that the Board has provided an on-going amount of \$5 million for jail safety and security, the amount is simply not enough to allow the Department to continue providing the enhanced levels of security that are afforded by this program. As noted above, without properly identifying and funding these positions, the Department must staff this program solely on an overtime basis, which is not accounted for in our current overtime budget.

It is abundantly clear that the Title 15 Compliance Officer program has been a tremendous success, and has helped to create not only a safer custody environment, but one that is more efficient, secure, and compassionate. Over the past six months, personnel assigned to this position have compiled an enviable record of significant observations, discoveries, and seizures. There can be no doubt that this program has had a positive impact at every facility where it is now in existence. Without adequate funding, the Sheriff's Department will not be able to continue staffing this critically important program.